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## ON THE PROBLEM OF LATVIAN PUBLIC ADMINISTRATION: POLICY DECLARED VALUES

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### Abstract

Society's value system forms gradually, and every society has its own culture, its own dominant value system. Fundamental values such as honesty, fairness, compassion and kindness have been preserved through the centuries, and they are the core values of today. Organization values are invisible organizational culture, the deepest layer of the organization. The internal culture of institutions is the system of values and traditions, work environment, which is an important condition for staff satisfaction and performance efficiency. Latvian public administration declared value is incorporated into the code of ethics, also included in the organization documents, thus addressing not only their employees, but also society as a whole, what is the profession of the required values, as well as what human values should be never lost. In this study, in order to identify the predominant values and intrinsic values of institutions based on publicly available data and information sources, Latvian State Administration Policy declared value are discussed and analyzed.

KEY WORDS: organization, organizational culture; declared values.

### Anotacija

Visuomenės vertybių sistema formuojama laipsniškai, kiekviena visuomenė turi savo kultūrą ir dominuojančią vertybių sistemą. Šimtmečius saugotos pagrindinės vertybės, tokios kaip sąžiningumas, gailestingumas ir gerumas, yra ir šiandienos pagrindinės vertybės. Organizacijos vertybės – akimi nematoma organizacinė kultūra, giluminis organizacijos struktūros sluoksnis. Institucijų vidinė kultūra yra vertybių ir tradicijų sistema, kurianti darbo aplinką, kuri sudaro prielaidas darbuotojų veikos efektyvumui ir yra svarbi darbuotojų pasitenkinimo ta veikla sąlyga. Latvijos viešojo administravimo politika deklaruoja poziciją, kad vertybės, įtrauktos į etikos kodeksą, turi būti įtrauktos į organizacijų dokumentus, nes jomis grindžiama kiekviena visuomenėje pripažįstama profesija. Šiame tyrime, remiantis viešai prieinamais Latvijos valstybės administracinės politikos dokumentais, analizuojamas deklaruojamų vertybių turinys.

PAGRINDINIAI ŽODŽIAI: organizacija, organizacinė kultūra, deklaruojamos vertybės.

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### Introduction

Organizational culture is a part of the company's culture, in which man, being an employee in the said organization, "bring" their own culture. Organizations have their own rules and values, which in turn affects the individual's values, attitudes, assumptions and expectations. In the science of management topical becomes the question of management style that is based on values (Managing By Values) (Dolan, Garcia, 2002), which in its guidelines emphasizes the idea that organizations manage chaos, through such instruments as the coordination of values, with the aim

of creating balance between employees and organizations (Dolan, Garcia, 2002). Organizational values play an important role in public administration development process, because the values that unite organizations and employees contribute to its development. Carried out studies confirm the relationship between the value of the coordination and financial stability, ethics and job satisfaction, employee rotation, commitment (Posner, Kouzes, Schmidt, 1985), behavior, priority-setting and decision-making (Meglino, Ravlin, 1998; 1995; Posner, Schmidt, 1993). In the opinion of F. Trompenārs (1997) that the value is base of the efforts and the desire to do so and not otherwise. Values are considered to be the criteria that determine the choice between possible alternatives.

**Objective:** to analyze the Latvian government declared value in order to identify the predominant values and institutions intrinsic values based on publicly available data and information sources.

**Methods:**

- theoretical literature, document analysis.
- Statistical data processing.

The research question is: What are the Latvian state administration declared values?

Topicality of the question nowadays is confirmed by the fact that for a long period of time attitudes towards the public administration employees is relatively critical. It is impossible to determine the exact borders of when the criticism is related to the work of government and politicians assessment (“Study of the State Administration’s customer satisfaction”, 2015 indicates that the rating is an average of less than five in a ten-point scale), but when – to the satisfaction based on real contact with the work of State and local government institutions or the services provided. Therefore, it is important to be aware of what are the declared values of the government, which is the landmark that is taken into account when making decisions. Declared value independently recalls an organization, and each employee, as well as the public, what results the organization wants to achieve and provide. Value is a landmark for the future. How J. C. Kolinss and J. I. Porass (Collins, Porras, 1994) notes in his book “Built to Last: Successful Habits of Visionary Companies”, a sustainable successful business distinguishing characteristic is that they use their own vision, mission and values as a guide in decision making.

The research base of 96 national regulatory authorities.

## **1. Realization of values in organizational culture**

Organizational culture does not exist in isolation; it is always included in the wider cultural context, specific geographic region and society peculiar culture. Or-

ganizational culture determinates ethical operating principles of the organization considering ways of work in a particular organization. Organizational culture researcher Schein (Schein, 1992) found that organizational culture provides ideology, collective system of values that allow distinguishing needed and unneeded for the organization, appropriate behavior, rewards and punishment system. Company executives largely devotes its attention to the financial situation of the company, customer satisfaction, and organization culture is not given enough attention, but it exists and leave a strong impact on the organization. According to I. Ešenvalde (2007) the organization's culture does not need anything from anyone, it is good on its own, but management without supportive organizational culture is powerless and ineffective. A number of scientists have admitted the organizational culture's role and impact on the organization's productivity (Gregory, Harris, Armenakis, Shook, 2009), moral quantity of work (Moorman, Blakely, 1995), employee orientation directed to the achievement of the objectives (Homburg, Pflesser, 2000), the quality of information's circulation in organization, productive cooperation (Zheng, Yang, McLean, 2010) as well as a significant impact on the ability to accept and support change in the organization (Pennington, 2003) and also the number of accidents at work (O'Toole, 2002).

C. J. Lammers and D. J. Hickson (1979), while noting the impact of national culture on organizational culture, highlights three types of organizational culture – Latin, Anglo-Saxon and the “Third World” culture. *Latin type* is characterized by power and decision-making centralization, many hierarchical levels of bureaucracy. This is typical of countries such as France, Greece, Italy, Spain, etc. *Anglo-Saxon* culture (the US, Canada, Australia and New Zealand, Ireland and the United Kingdom) is characterized by less centralization of power, decentralized decision-making, less hierarchical and bureaucratic. “Third World” or the economically backward and developing countries, dominated by power and decision-making centralization, weak formalized laws and paternalistic or family-orientation. Organizational culture researcher G. Hofstede (Hofstede, Hofstede, Minkov, 2005) is researching national culture characteristic features since the 20th century's sixties. G. Hofstede (Hofstede, 2011) while describing the main features of national culture in the Baltic countries, accents that the nation is characterized by individualistic society samples, that is, an individual's goals and interests prevail over the group or collective goals. The equality between managers and employees is emphasized more, employees are more likely to be involved in decision-making, the pay gap and privileges are less pronounced. Strong avoidance of uncertainty, as evidenced by the widespread belief that all problems can be solved by “orderly legislation”.

National cultural traditions and values influenced by the organizational culture, as the G. Hofstede (Hofstede, 2011), Latvia is characterized by traditions reliance,

hard work, modesty and frugality as key values. Therefore, the article analyzes the Latvian public administration declared value in order to identify the predominant values and institutions intrinsic values that are declared for the whole society. Values are usually reflected in the Code of Ethics, the institution's internal laws and regulations and are intended not only for employees but also for visitors of the organization for which it is a notice of what attitude or behavior can be expected from the institution's staff. Definitely, the organization's declared values serve as an assistant worker in the face of non-standard situation in which it is not clear how to proceed. Declared value of the organization in the context of regulatory guidelines laid down by the organization desired attitudes and behavior, creating a moral basis for the objectives and activities. As indicated by the organization management specialist E. Šeins (Schein, 1990) the value is one of the organization's culture mediums or manifestations of employees in thinking and behaving. Values are principles, beliefs and assumptions that are considered the most important, significant and the guide for the people (Ešenvalde, 2007; Armstrong, Stephens, 2005; Schein, 1992).

Values are the basis for the organization's understanding of what is right or wrong, so the values are declared in ethical codes. Latvian population values are declared in a nationally important documents such as the Latvian Constitutional preamble (LR Constitution, Preamble 2014), the Latvian Ministry of Culture of "national identity, civil society and integration policies from 2012 to 2018 year" (National Identity, Civil Society and Integration policy guidelines (2012–2018), 2011, p. 7), "the National development plan 2014 to 2020" (National development plan 2014 to 2020) as well as the Latvian sustainable development strategy 2030 (Latvian sustainable development strategy 2030). In these documents, the Latvian population values are named – Latvian language and Latvian cultural space, freedom, trust. Western democratic values, responsibility, human dignity, justice, honesty, family, work virtue, human rights, tolerance of differences, civic participation, faith, tolerance, cooperation etc.

## **2. Research Participants**

According to the objective of the study Latvian public administrations declared value were analyzed, based on publicly available data and information sources. On the base of 96 national regulatory authorities dominant values and institutions intrinsic values are identified.

The understanding of general values, depends on both the national history and tradition as well as particular society's values. Public administration stemming from the value of the basic categories of public administration functions. All public

administration sectors of activity can be seen in a democratic society values, professional values, social morality and ethical values. Organizations in the context of the value determined by the desired action and form the moral basis for the organization to achieve the objectives. Values are ethical, moral question, they existed by themselves even before the establishment of the Authority and before they are defined as an organization's values. Therefore, they should be reflected in all levels of public administration documents – both public administration regulatory legislation and the development of planning documents, as well as state institutions' internal documents.

### 3. Results of the Research

Latvia as democratic, socially responsible and national state is based on the rule of law and on respect for human dignity and freedom; it recognises and protects fundamental human rights and respects ethnic minorities. The people of Latvia protect their sovereignty, national independence, territory, territorial integrity and democratic system of government of the State of Latvia. Since ancient times, the identity of Latvia in the European cultural space has been shaped by Latvian and Liv traditions, Latvian folk wisdom, the Latvian language, universal human and Christian values. Loyalty to Latvia, the Latvian language as the only official language, freedom, equality, solidarity, justice, honesty, work ethic and family are the foundations of a cohesive society. Each individual takes care of oneself, one's relatives and the common good of society by acting responsibly toward other people, future generations, the environment and nature" (The Constitution of the Republic of Latvia). Constitution states the values – democracy, freedom, life, honor, honesty, family, respect, social responsibility, solidarity, justice, justice, virtue, trust, equality, health, the environment, etc.).

As shown, in the Constitution of the country it is given society's fundamental values and gives a clear message that the state protects these fundamental values. These are values that are shared by the Latvian public and relevant to each individual. This allows to assume that the values should become an essential element of management activity in regulatory law and public administration development planning documents. However, analysis of the development planning documents, we see that it is not. Mainly because of the Latvian development planning system it is focused on objectives and results. Latvian Sustainable Development Strategy by 2030 is hierarchically highest Latvian development document. Although the document the word "value" is mentioned 57 times, the same values, are not clearly declared. In the document, the terms "culture", "nature", "man", "family", "children" is referred to as a resource rather than a value. In the National Development

Plan 2014 to 2020, we find no clearly defined values. Values seen in the context of the objectives, priorities and achievable indicators. For example, the statements “healthy and capable of working man is sustainable Latvian development based on”, “National fundamental values of its national culture and the Latvian language”, “national mission is to respond on personal physical security and legal protection of the principle” one law, one justice for all, rule of law and effective law enforcement in every sphere of activity in the field is the most important principle of associated with values such as health, safety, welfare, nature, environment, culture, justice.

Public Administration Policy Development Guidelines for the period 2014 to 2020 referred to the six basic principles – flexibility; cooperation; efficiency; rule of law; commensurability; availability; subsidiarity, noting that their application is an important public administration goals (VPPAP). These principles provide the prescription of the desired behavior and establishes a link with the values such as justice, legality, culture, justice.

Between development planning documents is an important role of public administration human resources development concept. It is the first document, which underlines the need for a holistic approach to human resources management and the aim of bringing the public administration as a single employer (VPCAK). State Administration of human resource development concept is also significant in the deals with all the authorities of common problems and present challenges for their solution. For example, communication with the public improvement, public administration employed negative image reduction, government’s culture and its positive image building, etc. It is important that it provide a common code of ethics in public administration employees in development, ethics and loyalty and strengthening the value of the animation of the public administration.

2016 State Chancellery developed methodological materials guide “public administration employee code of ethics”. It identifies the core values of the public administration – Democracy, Justice, Honesty, Fairness, Responsibility and Respect. At the same time it provides a description of each basic value. Democracy as a fundamental value resulting from the Latvian Constitution Articles 1 and 2 and includes the idea that state power belongs to the people. Public administration employees implementing the will of the people, expressed directly or parliamentary elections. People will take parliamentary decisions and laws, and through parliamentary confidence, it legitimizes cabinet, which fed public administrations. The rule of law means respect for human rights and actions in accordance with the law. Honesty means moral compliant and responsible behavior, including the obligation to clarify the objective and not distort the truth. Fairness requires all citizens to be treated according to the same principles, but also to respect the differences in

needs and balance the different interests. Responsibility means its duty-realization and fulfillment, readiness to explain the nature of their actions and motives, as well as to recognize and accept the consequences of your actions. Respect is an attitude and behavior that gets other people's values and ability recognition. Respect also includes efforts to understand other people's situation and as far as possible to help (Handbook of Public Administration employee code of ethics).

Without prejudice to the task of urgency, to say that it came with a great delay, since most of the public administration codes of ethics have been developed for some considerable time before the adoption of this document. According to the National Corruption Prevention and Combating Bureau in 2012 carried out by the national regulatory authorities a code of ethics evaluation of codes of conduct was developed in 88% of institutions.

Values of ethical principles and rules of behavior are reflected in most national administrations' legislation. Law on State Administration has set a national regulatory ultimate goal – the implementation of democratic, legal, effective, open and available to the public and public administration and act in the public interest (TETA). The Company expects that the public administration employees will support democratic and respect the moral and ethical values in their activities. Public administration employees' desired values, practices and conduct laid down by law – laws, regulations, codes of ethics, customer service standards, etc.

A civil servant shall give and sign the following pledge: "I pledge to be honest and fair, loyal to the independent and democratic Republic of Latvia, to perform the duties of my position in accordance with the Constitution of the Republic of Latvia, international agreements, the laws and the decisions of the Government and to serve the general interests of the public in order to ensure that the activities of State administration are lawful, efficient and transparent" (VCL).

Rules of conduct lays down the requirements to be met in order to comply with human behavior generally accepted values in society. They are based on ethical values and ethical principles. Rules can be both a gentleman (for example, the community adopted decency) and written, when they are included in a particular profession or institution Code of Ethics (CPCB 'EVD'). In general, the official is expected behavior, to enhance public confidence in the government of their duties diligently and responsibly. In turn, relations with the public and colleagues observe official values – decency, kindness, helpfulness, respect, impartiality (MK instr. Nr. 1).

Institutional codes of ethics, in addition to the values are defined in the relevant sector-specific professional values. For example, the values that are important to social assistance, law enforcement, education, culture and other activities. According to the conventional practice, codes of ethics published on institutions' website



to make them available to the public. In terms of public administration publicly available information on websites should be noted that not all national administrations have published their codes of conduct. It was evaluated 96 institutions, of which the Code of Ethics was publicly available on its website 67 institutions, or 70%. In total, 62 institutions have declared values.

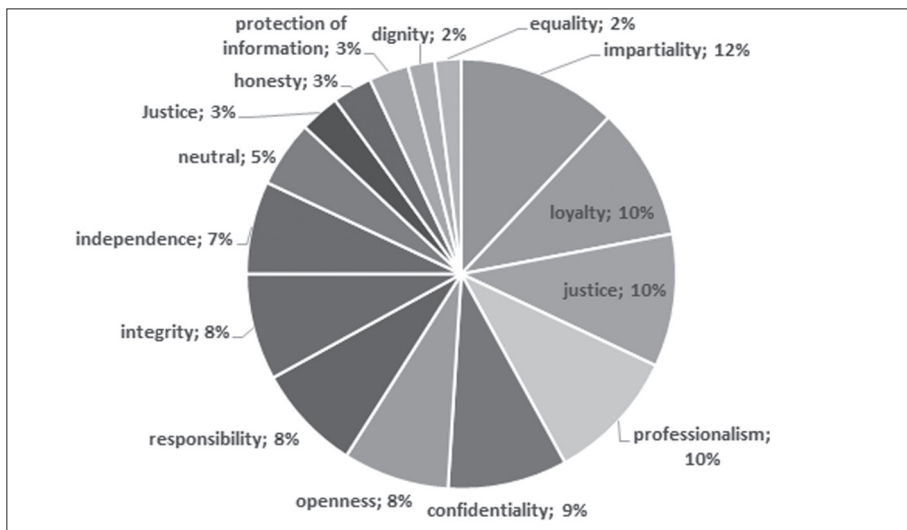


Figure 1. State authorities 15 dominating the declared value (%)

Most often the authorities have declared the following values: impartiality (53 institutions), loyalty (46 institutions), justice (46 institutions), professionalism (42 institutions), confidentiality (38 institutions), openness (36 institutions), the responsibility (35 institutions), integrity (35 authorities) independence (32 institutions), neutral (22 institutions) and Justice (15 institutions), honesty (13 institutions), protection of information (11 authorities) dignity (10 institutions), equality (7 institutions), righteousness (6 authority), the collegiality, the legality of (every 5 bodies), proportionality, accuracy (every 4 institutions), independence, career development purposefulness, efficiency, courtesy, availability (every 3 institutions), respect for the customer, communication ethics, safety, positive attitude, trust, good governance (every 2 bodies), but 30 values (the public trust, people, safe working conditions, proportionality, professional and business etiquette, development, enterprise, professional ethics, democracy, reputation, respect, quality, reliability, legal consciousness, economy, focus on development, diligence, competence, courage, efficiency, employees, customers, tolerance, service to the people, a high quality of service, helpfulness, cooperation, equality, scientific objectivity, affection), one of the institutions is declared only once. It can be concluded that the



institution's declared values, the value of the relative importance of 30 is relatively low.

Assessing the content of the declared value, impressed that the value of the "customer satisfaction" declared only three institutions. Therefore, it formed the general impression that the institutions of the value of a formal definition, as does not reflect today's innovations and opportunities. Although public space is often a national regulatory authority is criticized as insufficient provision of information to the public, however, the survey, 70% of information about the declared values were posted on the Authority's website, thus ensuring that everyone can get acquainted with the national authorities declared values by indicating both employees and the public, some actions and attitudes they are entitled to expect and what the atmosphere is made at the workplace.

State Chancellery guide, "the State Administration employee code of ethics" is created for a single code of ethics implementation would facilitate a common understanding of values throughout the public administration. However, based on the analysis of the national regulatory authorities declared value, we can conclude that the State Chancellery guide, "the State Administration employee code of ethics", these values are separated as follows: equity (46 institutions), the responsibility (35 institutions) and Justice (15 institutions), honesty (13 institutions), respect (10 institutions) and democracy (1 body). Brackets recorded ten dominant value referred to the most common "national authorities declared value" (see Fig. 1).

Analyzing the declared value, surprised that among the values of the relative importance of low-incidence ratio values: quality, high service quality, helpfulness, customers. This may indicate that the institutions are devoted insufficient importance of the customer relationship, customer service culture.

Also among them they are also values of public trust, reliability, service to the people, reputation. In addition, public authorities are well aware of the importance of these values, as public confidence reflects the Authority's assessment. Each institution's main task is to serve the public good, to act so that by their actions to enhance public confidence in the institution and the public administration in general. Public confidence in the efforts, the aim appears several institutional codes of ethics. Interior Ministry Code of Ethics set a goal – to encourage employees fair and lawful action to improve the ministry's results and to promote public confidence in the ministry. Ministry of Health – promoting staff fair and lawful work in the public interest. Ministry of Education – to work in promoting public confidence in the ministry and refraining from actions that could adversely affect the decision-making and reduce the authority of the Ministry and the role State Police – employees' lawful and legitimate exercise of functions and activities that contribute to the strengthening of the National Police's image and public confidence. Internal

Security Office Facilitate employed in a legal and fair conduct in the public interest that the State Procurement Agency – raise public credibility of the Agency's operation, the Office of Citizenship and Migration Affairs – to encourage employees for the exercise of a legitimate, fair and high-quality performance of providing meaningful, correct, customer-oriented services and to promote public confidence in the Board. The Legal Aid Administration – to promote the administration of employes honest, responsible and legitimate activities in the public interest and enhance public confidence in the administration.

Neutrality as the declared value of the State Forest Service of view associated with the institution's image, its reputation. Code of Ethics provides such an explanation – neutrality as observance of ethical positions is a prerequisite for service for total image of society. In carrying out its duties, officer is not in his own interests (the representation of the interests of the state). Among the values which authorities have declared less frequently mentioned are fundamental values such as safety (2 bodies) and trust (2 institutions).

Human resource development policies, a number of studies that illuminate the existing problems. 2014 survey carried out by the State Chancellery "public administration employees' satisfaction with the human resources management policy and its results" showed that only 40% of respondents trust the authorities and senior management believes that it takes the right and authority necessary decisions.

Similarly, less than half of the respondents felt that property management is implemented in accordance with the objectives (49% of respondents), and that the institution is interested and involved in the institution's staff development issues (44% of respondents). Similarly, only 51% of respondents confirmed that they are aware that the authorities are working together towards common goals. However, only 57% of respondents said that their values coincide with the values of the institutions (State Chancellery). The study showed that there is a conflict between the public administration employees' professional identity and public administration organizations as specified in the direction.

Institutions in the internal culture – system of values and traditions, work environment - is an important condition for staff satisfaction and thus the work performance efficiency. However, the public administration is often neglected and thus creates unnecessary tension and uncertainty for their employees. Confidence is one of those values, the impact of which is not easy to understand. But its meaning is very important, because without trust it is not possible to build a good team and achieve common goals.

The primary responsibility for the creation of a reliable atmosphere rests on the driver's shoulders. However, according to the survey "Public Administration employee satisfaction with human resources management policy and its results"

results, only 48% of respondents feel secure about their jobs, but only 43% of respondents are confident that even in the economic crisis, they will have to work at (State Chancellery) .

Baltic Institute of Social Sciences & ODA 2015 whose study carried out for the central government's role and future development (Study for the central government's role and future development) concluded that the most important challenge for government will be a balance and the ability to integrate their activities in certain situations, two mutually contradictory value sets. On one hand, the increasing importance of efficiency and productivity obtained values, which, on the other hand, it is integrated with the traditional, government democratic, moral and ethical standards on human-oriented values.

It is also emphasized that the greater the weight of the public administration will get the values that so far have been more emphasized and associated with the private sector – flexibility, innovation, efficiency and productivity. Although these values, there is also the national administration, their relative importance has been low compared to the private sector, as well as compared to many of the democratic and moral ethical values the importance of public administration. The study found that organizations with a strong value system procedures, procedures and controls occupies less significant role in the conduct of employees led by values. Thus, the value of relying for may be one of the ways government can bring to life the actual organization of the trend – the reduction of bureaucracy and control.

## Conclusions

Stated values are specific because they are targeted at the general public range and may not reflect the value of all the organizations, but the public authorities over the formal approach by depriving them of the opportunity to use the value as a tool for organization development. Public administration values should be clearly formulated and united throughout the country, thereby building a shared public administration in general.

1. Flat-values are needed in order to all state administration employees intentions and intentions consolidate and advance the common objective, clearly aware of what is their personal mission and all the organizations overall vision.
2. Organization of Cultural Property management is the first step in the process of change by increasing public satisfaction with public services and public administration reputation enhancement, gradually becoming an attractive employer.

3. Institutional managers should pay more attention to organizational values in order to strengthen and maintain or, if necessary, change. Each public authority aims to reinforce exactly the values that will guide the real authority on the progress and successfully ward off all external threats and pressures.

The results of the study showed that the state government declared value is fragmented, creating an overall impression that the institutions of the value definition is formal and it does not reflect the modern innovations and opportunities.

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